

# Greater Norwich Development Partnership

## Topic Paper: Implementation and Governance

Joint Core Strategy for Broadland, Norwich and South Norfolk  
November 2009

Jobs, homes, prosperity for local people





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## 1. Summary

This topic paper is one of a series, which explains how key aspects of the Joint Core Strategy (JCS) for Broadland, Norwich and South Norfolk were developed. It explains the role the Greater Norwich Development Partnership (GNDP) has had in developing the Joint Core Strategy and managing the growth agenda to date. It considers the next steps for the Partnership and the options for taking the GNDP forward so that it can take the joint core strategy (and other strategies) to the all important delivery stage.

The GNDP was set up in October 2006 to manage the growth agenda. The Terms of Reference for the Partnership were agreed and a GNDP Programme Manager was appointed.

The Partnership has been faced with a number of difficult decisions and has been able to reach consensus on and find a way forward to prepare a Joint Core Strategy

The Partnership has been successful in bidding for funding to support the JCS and has had recent success when Norwich City Council was awarded additional funding support from the Homes and Communities Agency for a significant project in the development of the 'single conversation' arrangements with the HCA.

The next major stage for the GNDP is to consider how the Partnership can be improved and strengthened as it takes forward the delivery plans for the growth agenda. It is recognized that the current structure, which has served the area well to date, is likely to need to evolve and change to meet the differing challenges of implementation in the near future. At present no decision has been made on future structures. The current structure will continue and will take responsibility for developing the Integrated Development Programme setting out how the growth will be delivered.

## 2. Purpose of this Topic Paper

This topic paper is part of a series that explain how key aspects of the Joint Core Strategy (JCS) for Broadland, South Norfolk and Norwich have been developed. It explains the role the Greater Norwich Development Partnership has had in developing the Joint Core Strategy and managing the growth agenda to date. It considers the structure of the Partnership and how it might evolve to effectively manage the delivery stage.

## 3. Background

The Greater Norwich Development Partnership was set up in 2006 to manage the growth programme across the three districts; it is made up of Broadland, Norwich City, South Norfolk, the Broads Authority and Norfolk County Council supported by the East of England Development Agency, the Homes and Communities Agency and GO-East. As one of the Government's identified growth points, delivery targets of approximately 37,000 additional dwellings and 27,000 additional jobs for the Districts of Broadland, Norwich and South Norfolk are proposed by 2026

Historically, the infrastructure to support growth on this scale has been partially forward funded by government. It has been channelled through dedicated agencies such as development corporations, with the powers and capacity to deliver and coordinate development and infrastructure.

Over the last 10 years, the government has taken a more flexible approach and introduced or agreed a variety of dedicated agencies to deliver and coordinate development. These have included urban regeneration companies and urban development corporations. It has also supported initiatives to fit local circumstances and development priorities. An example in the East of England region is Cambridgeshire Horizons. However, no such formal body has been set up to replace the GNDP at this time.

The GNDP submitted a Programme of Development (PoD) bid to the Communities and Local Government office in July 2008 and a refreshed PoD was submitted in October 2008. As a result growth point funding of £14.2m was awarded to the Partnership for the period up to March 2011.

The Partnership has also successfully secured funding from the East of England Development Agency (EEDA) to support a number of projects and Norwich City Council have had recently received additional funding support from the Homes and Communities Agency (HCA) for a significant project in the development of the 'single conversation' arrangements with the HCA.

The Partnership has been faced with a number of difficult decisions since its formation and has been able to reach consensus on and find a way forward to prepare a Joint Core Strategy and a joint Greater Norwich Economic Strategy.

## 4. The current Partnership structure

In order to manage growth programme a formal structure, resources and arrangements were put in place in Feb 2007. The implementation team has expanded and developed to take on the role of managing and delivering the growth agenda. The Directors and Members of the partner authorities take an active role in supporting the key activities of the Partnership.

A copy of the Terms of Reference (ToR) for the GNDP is attached as Appendix A.

Since 2007 the Partnership has been working together successfully within the agreed ToR. Whilst this is not a formally constituted Partnership the Board includes the Leaders of each Council, Directors from each authority and the active involvement of the government agencies, EEDA, Go-East and HCA.

Senior political involvement ensures the decisions made within the Partnership carry significant weight within the constituent authorities. To date, the decisions of the GNDP have been endorsed by the authorities.

## 5. Evidence to support the current governance arrangements

In early 2008, a diagnostic report on the performance of the GNDP in preparing the joint core strategy was undertaken by the Planning Advisory Service (PAS). While this identified areas where performance could be strengthened, the PAS report generally noted that the informal arrangements within the GNDP had worked well due to a strong commitment at both the Member and officer level. PAS noted that this had been maintained in spite of the uncertainty caused by the debate around local government reorganisation, and in spite of differing political control within the partner authorities.

The key uncertainties noted by PAS concerned the uncertainty around future infrastructure funding, and the inherent difficulties of working in an informal Partnership as difficult decisions were approached. It noted that there was a need to strengthen the project management support as well as ensure adequate professional leadership.

The Greater Norwich Infrastructure and Funding Needs Study 2009 carried out by EDAW/AECOM endorsed the current governance arrangements and recognised that the Partnership is a successful decision-making, effective body with a proven track record for delivery.

## 6. Progress to date

The GNDP has been recognised as a good example of local authority partnership working, recognising that growth issues on a sub-regional scale transcend traditional boundaries. To date, the GNDP has proved an effective mechanism for Partnership working to deliver a policy and development framework for the growth agenda and to bid for necessary resources.

**Key achievements to date include:**

- The establishment of an Implementation unit, supported by officers across the authorities with a number of sub-groups responsible for delivering the growth agenda for the area
- A co-located cross-authority team to deliver the Joint Core Strategy
- The publication of a number of key evidence studies supporting the delivery of the growth agenda.
- The establishment of a communications strategy including a website dedicated to the growth programme.
- The formation of a Private Sector forum involving local agents, developers and house builders in helping to shape the programme
- Active support promoting the successful Eco-Community bid for Rackheath
- Funding from EEDA to support a number of projects in the growth agenda designed to support job growth

The growth point funding of £14.2m was awarded to the Partnership for the period up to March 2011, the GNDP Policy Group worked together to prepare a prioritised list of projects to begin delivering the growth agenda. The Partnership was able to look across the three districts and agree a series of projects that would benefit the whole area and reached consensus on cost and priority. These project have been unanimously supported by the partners.

**Key projects delivered to date:**

- Delivery of major transport infrastructure improvements at Barrack Street improvements as part of delivering the Norwich Area Transport Strategy. This project was completed on time and within budget.
- Traffic gyratory transport improvements at St Augustine's Street to improve air quality and deliver public realm and walking and cycling improvements.
- A number of green infrastructure projects including enhancements to Catton Park which enabled earlier work on regeneration of historic parkland to be completed. An education building is the next stage of this project. Other projects include the Wensum River Parkway and the Norwich Fringes Wooded Ridge project. A delivery plan for future green infrastructure projects to support the growth agenda is complete.
- Significant support to enable economic development initiatives to go ahead. These include The Genome Analysis Centre and refurbishment of buildings at the Institute of Food Research at Norwich Research Park. Both projects form part of a wider funding package from a variety of agencies. The GNDP is represented on the boards of both projects.
- Support to the delivery of Lady Julian Bridge, a combination of EEDA, Norwich City Council, section 106, and growth point funding.
- Support to public realm improvements at St Georges Street, including pedestrianisation and improvements to open space.
- Bus improvements on Grapes Hill and Dereham Road

**Projects planned to March 2011 include:**

- Postwick Growth hub – improvements to the junction to unlock land for employment and provides. £21million expected from the Community Infrastructure Funding bid
- Plans to put in place schemes that will help deliver bus Rapid Transit on Dereham Road and Newmarket Road

- Catton Park – provision of an Education building

## 7. Future arrangements for delivery

The timetable of decisions of the Local Government Review means that any major changes to the structure of the GNDP at this time would be premature. Once the preferred option for the future of local government is announced this will provide a platform for planning the long term shape of the GNDP.

In the interim, the GNDP is aware it may need to move forward towards a more formal arrangement to make key decisions on growth and infrastructure priorities and plan ahead within a robust partnership focussed on delivering the growth agenda.

In the absence of a formalised Local Delivery Vehicle, the GNDP will undertake the role of preparing and administering a comprehensive IDP. The IDP will set out the short, medium and long-term infrastructure requirements and identify funding sources to deliver the housing and job targets. The GNDP will need to engage with a wider range of partners in drafting the IDP, a draft of the approach to developing the IDP is outlined in appendix B. It is recognized that the GNDP will need to continue to evolve and adapt to meet the challenges of enabling delivery of the growth agenda.

The first draft of the IDP was submitted to EEDA in April 2007 and set out the short-term projects for the period to 2011. The IDP is being refreshed to incorporate the Joint Core Strategy and the Greater Norwich Economic Strategy. It will set out the key packages and projects that the Greater Norwich Development Partnership has identified as necessary for the sustainable delivery of the housing and job growth targets for Greater Norwich. The IDP includes a strong evidence base for the proposed investments, an explanation of the process of developing the IDP, and a description of the main packages and projects and how they link back to the evidence base. Detailed proformas will be prepared to support each of the projects, identifying costs, dependencies and phasing.

Implementation of the Joint Core Strategy will depend on the ability to identify funding contributions towards providing strategic infrastructure. The Growth Funding and Infrastructure Study identified a number of funding options that should be considered. The implementation policy in the draft Joint Core Strategy proposes the use of a Community Infrastructure Levy (CIL), although this approach will need to be reviewed in the light of the final regulations.

## 8. Conclusion

Although the Greater Norwich Development Partnership has been very successful to date and it works well at Directors and Member level, it is generally recognised that a more formal arrangement will be required as the programme moves forward to delivery.

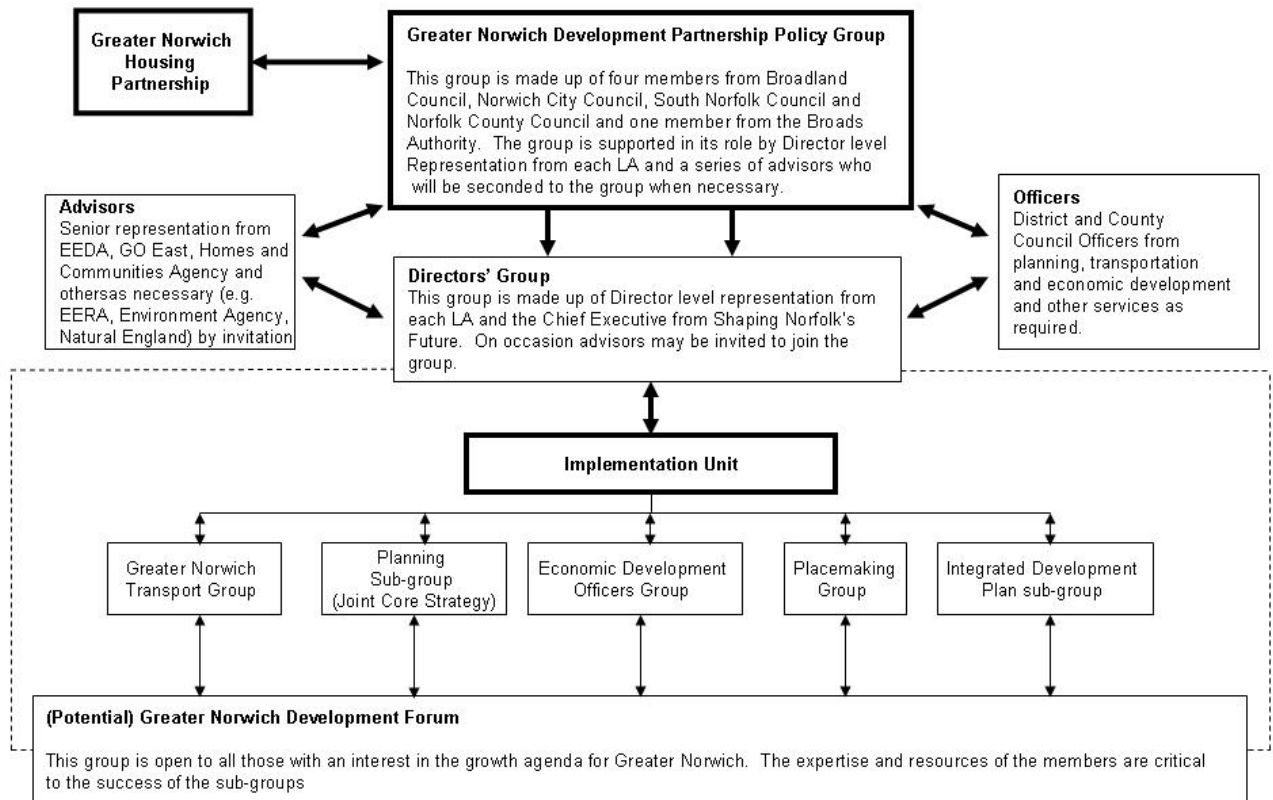


The current arrangement remains strong and the Partnership is moving forward and a delivery plan (the Integrated Development Programme) is being prepared that will set out the requirements, phasing and funding to support the JCS.

The delayed decision on the outcome of the Local Government Review has meant that any major changes to the structure have been postponed pending the outcome of the review.

## Governance and Support Arrangements

### Greater Norwich Development Partnership



19 May 2009

#### The Greater Norwich Development Partnership Policy Group

The Greater Norwich Development Partnership Policy Group will exercise political Leadership of the Greater Norwich Development Partnership (GNDP). This group is made up of four members from Broadland, Norwich City Council, South Norfolk Council, Norfolk County Council and a member from the Broads Authority. The group is supported in its role by the Director level representation from each Local Authority and a series of advisors who will be seconded into the group when necessary.

#### The Greater Norwich Development Partnership Director's Group

The Directors are responsible for directing the GNDP Programme on behalf of the Authorities and ensuring it meets the objectives.

#### The Greater Norwich Development Partnership Implementation Unit

Delivery of the projects within the Growth Programme will be coordinated through the Implementation Unit with strong links into all four Local Authorities.

## **Membership of the GNDP Policy Group**

### **Broadland District Council**

Norwich City Council

South Norfolk Council

Norfolk County Council

Broads Authority

} up to four members from each Council

} one member

**Substitutes:** Members may submit substitutes when unable to attend themselves in agreement with the chair

**Frequency:** Meetings are held quarterly or more frequently as required. Joint meetings will be held with Great Norwich Housing Partnership (GNHP) Policy Group when required.

### *Responsibilities*

- To oversee the work of the Greater Norwich Development Partnership and associate bodies and ensure all bodies work effectively
- To prepare and monitor a joint Local Development Framework (LDF) Core Strategy for the three district local planning authority areas of Broadland, City of Norwich and South Norfolk, to include integrated land-use and transport policies.
- To make recommendations to the Councils and Broads Authority on any regional planning matter affecting the Broadland, City of Norwich and South Norfolk administrative areas.
- To make recommendations to Norfolk County Council (in its role as a Section 4.4 advisor to EERA) on the development of regional planning policies affecting the Broadland, City of Norwich and South Norfolk administrative areas.
- To advise on the development of the Local Transport Plan (LTP) implementation strategies and on future reviews of the LTP relevant to the area, including the Norwich Area Transportation strategy (NATS).
- To facilitate joint working between the local planning and authorities and the local transportation authority on matters of common interest and benefit
- To prepare and monitor a joint Economic Development Strategy for the three local authority areas of Broadland, Norwich and South Norfolk, including the Broads Authority area within those Districts, in partnership with Shaping Norfolk's Future.
- To prepare an Integrated Development Plan for the Partnership

## **Membership of the GNDP Director's Group**

Broadland District Council

Phil Kirby

Norwich City Council

Jerry Massey

South Norfolk Council

Andrew Gregory

Norfolk County Council

Mike Jackson

Broads Authority

Andrea Long

Shaping Norfolk's Future

Chris Starkie

**Substitutes:** Directors may submit substitutes when unable to attend themselves

### **In attendance at Board meetings**

Karen Hendry	EEDA
Michael Hargreaves/Mary Marston	Go-East
Mike Goulding	Homes and Communities Agency
Sandra Eastaugh	Partnership Manager
Ruth Carey	Partnership Assistant

### **By invitation representatives from the sub-groups:**

Greater Norwich Transport Group  
Greater Norwich Planning Sub-Group  
Economic Development Officer Group  
Place-shaping Group  
Strategic Green Infrastructure Delivery sub-group  
Planning sub-group  
Integrated Development Programme Group

### **Responsibilities**

The GNDP Director's Group has a critical role in the co-ordination and delivery of the Programme. This is the key forum where issues will be discussed and proposals assessed, ensuring that informed recommendations are escalated to the GNDP Policy Group.

The Group's responsibilities are as follows:

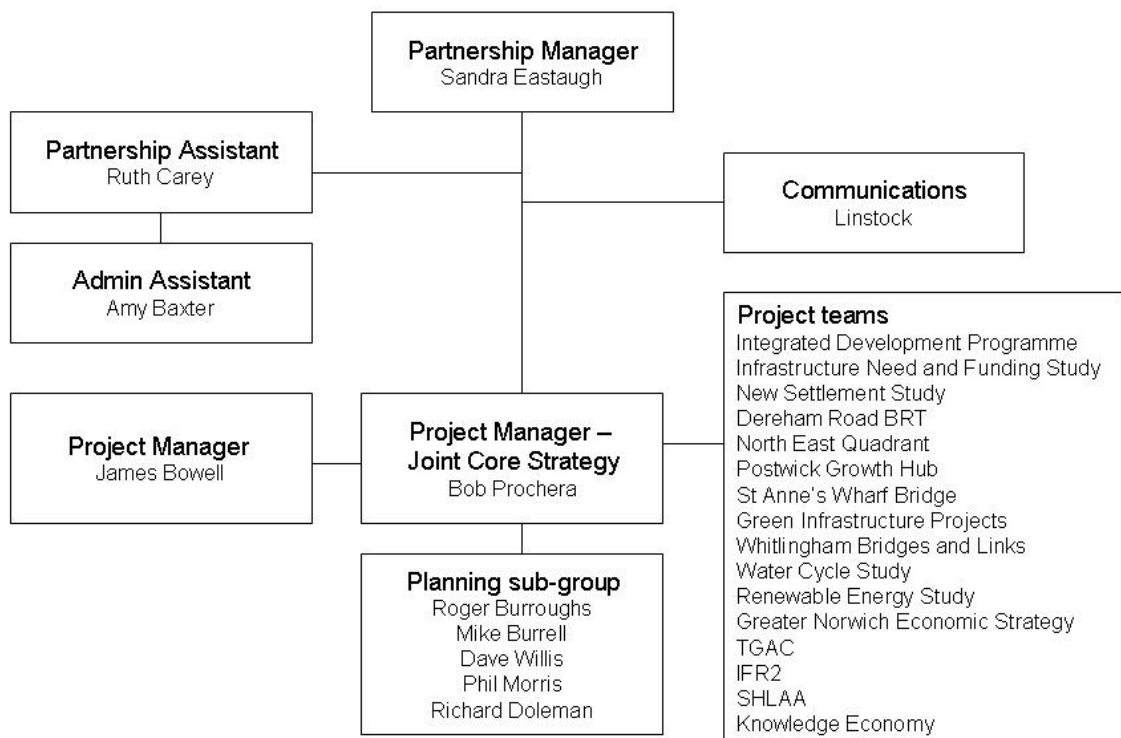
- To manage the GNDP Programme reporting to and taking direction from the GNDP Policy Group
- To provide advice and support to the GNDP Policy Group looking ahead to identify future opportunities for the Programme.
- To identify and approve all bids/funding requests prior to going through to GNDP Policy Group
- To own and champion the vision for the GNDP and provide the leadership to make it happen, supporting the GND Partnership Manager and the Project leads as required
- Ensure advisors/representatives from external bodies are fully involved in the GNDP Programme e.g. Go-East, EEDA
- Ensure the links are maintained between the GNDP Programme and the joint strategic direction of the Regional Spatial Strategy and the joint core strategy
- Define key programme activities to achieve targets and ensure achievable plans are in place for their delivery
- To agree the scope of the projects within the GNDP Programme and sign-off projects for implementation
- To ensure links are made between the GNDP Programme and the sub-groups i.e. Greater Norwich Housing Partnership, GNDP Transport Group, GNDP Norfolk Planning Officers Group, Economic Development Officer Group, Natural and Built Environment Group
- Monitor the achievement of the Programme's objectives
- Ensure that sufficient resources are secured to deliver the Programme
- Communicate with all stakeholders as required within the framework of the Programme Communication Plan
- Identify and advise on the handling of Programme risks and issues and take responsibility for managing these where required
- Receive and make reports regarding progress of the GNDP Programme

**Frequency:** Meetings are held monthly, on the first Friday of the month

### Implementation Unit

The Implementation Unit will work closely with the GNDP Director's group and the project leads for each of the projects in the GNDP Programme. The project leads will have a critical role in the co-ordination, implementation and delivery of the project elements of the Programme.

## Implementation Unit



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### Responsibilities

The Implementation Unit's responsibilities are as follows:

- To take direction from and report to the GNDP Director's Group
- To manage the GNDP structure ensuring the projects are delivered within the constraints of time and cost
- To manage bids/funding requests on behalf of GNDP Director's Group
- Co-ordinate the activities of the GNDP including the adoption of a joint core strategy
- To ensure links are maintained with the advisors/representatives from external bodies e.g. Go-East, EEDA,
- To produce a GNDP Programme of projects/activities ensuring achievable plans are in place for each of the project leads setting out the timetable of delivery for each one
- Identify resources required for each project in order to deliver the Programme
- Report progress on the projects to the Director's Group, ensuring project leads prepare Highlight Reports for each of the projects

- Report on the overall Programme Budget, identifying any areas that require action and/or change ensuring these are discussed fully with Go-East, DCLG and EEDA as appropriate
- Identify and manage project risks and issues escalating areas of concern to the Director's group where required
- To manage the preparation of agendas and papers for the GNDP Director's Group
- To deliver the Communications Plan as required within the framework of the Programme Communication Plan

### **GNDP Project Leads**

Work with the Partnership Manager to co-ordinate the projects under the direction of the GNDP Director's Group

The Project Lead's Responsibilities are as follows:

- Plan and manage the individual projects within the GNDP Programme – in accordance with individual project governance arrangements e.g. Client Commissioning Group who oversee the deliver of the Green Infrastructure Strategy for Greater Norwich
- Prepare funding papers for the Director's Group prior to going through to the GNDP Policy Group as required by external agencies e.g. EEDA, Go-East
- Prepare project plans
- Identify resources required for the project
- Manage project risks and issues
- Report on progress by preparing Highlight Reports for each of the projects for project Boards and the Partnership Manager identifying items to be referred to the GNDP Directors for action.

### Management of the Integrated Development Programme

In view of the need to involve wide interests, yet maintain a manageable process, the development of the IDP will include a wider advisory contact group and a smaller focussed sub-group to oversee the drafting of successive iterations of the IDP.

In view of the informal nature of the GNDP, it will be necessary for each iteration of the IDP to be formally agreed by each of the relevant partner local authorities.

The day to day work on implementation will be overseen by the GNDP directors group, and undertaken by the implementation unit.

The structure of IDP includes:

- Introduction/vision
- Relevant strategies covered, e.g. joint core strategy, economic development strategy etc
- Infrastructure required in tranches approximating to utilities asset management plan periods, setting out for each period
  - The infrastructure needed
  - The agency responsible
  - Estimated cost
  - Secured funding and source
  - Any funding gap
  - Proposed gap funding and source
  - Any phasing within the tranche
- A summary of the bids for forthcoming period and the predicted CIL revenue
- Appendices
  - Approved charging schedule
  - Updated trajectory of development
  - Expected CIL income derived from the trajectory and schedule
  - Updated social infrastructure model derived from the work undertaken by EDAW to inform decisions on the infrastructure needed

Contact group includes

- The Government Office for the East of England
- EEDA
- HCA
- Public transport operators
- Train operating company/Network Rail
- National Grid
- Electricity company
- Shaping Norfolk's Future
- Anglian Water
- Police Authority
- Constabulary
- Business interests for example Chamber of Commerce

- Higher and further education sector
- Rural community council
- Learning and skills council
- Registered providers
- CABI
- Emergency services (fire and ambulance)
- Environment agency
- NHS Norfolk and other health providers, including mental health
- Norfolk Association of Town and Parish Councils
- Norfolk Biodiversity Partnership
- Natural England
- English Heritage
- Carbon reduction interests
- Equalities groups
- Faith groups
- Voluntary sector





For more information or if you  
require this document in another  
format or language, please phone:

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for Broadland District Council

**0344 980 3333**

for Norwich City Council

**01508 533805**

for South Norfolk Council

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